DOCUMENT RESUME

ED 362 610 UD 029 531

AUTHOR Anderson, Judith
TITLE The Distribution of Chapter 1 Services: Data from the Schools and Staffing Survey. Working Paper.
INSTITUTION Office of Educational Research and Improvement (ED), Washington, DC. Office of Research.
PUB DATE 93
NOTE 22p.; Paper presented at the Annual Meeting of the American Educational Research Association (Atlanta, GA, April 12-16, 1993). For an earlier paper, see ED 346 209.
PUB TYPE Speeches/Conference Papers (150) -- Statistical Data (110) -- Reports - Evaluative/Feasibility (142)

EDRS PRICE MF01/PC01 Plus Postage.
DESCRIPTORS *Compensatory Education; *Disadvantaged Youth; *Economically Disadvantaged; *Educational Legislation; Elementary School Students; Elementary Secondary Education; *Federal Programs; Low Income Groups; National Surveys; Private Schools; Public Schools; School Personnel; *School Statistics; School Surveys; Secondary School Students; Special Needs Students; Statistical Data
IDENTIFIERS *Education Consolidation Improvement Act Chapter 1; Private School Questionnaire (NCES); Public School Questionnaire (NCES); Schools and Staffing Survey (NCES)

ABSTRACT

This working paper examines funding to U.S. school districts and public schools in accordance with Chapter 1 of Title I of the Elementary and Secondary Education Act of 1965 as amended in 1988. The report discusses the background of the legislation, describes its provisions, and presents results from the Schools and Staffing Survey conducted in 1987-88 and the 1990-91 administration of the Public School Questionnaire and Private School Questionnaire. Findings are reported concerning which school districts are receiving Chapter 1 funding, the number of schools enrolling students served in Chapter 1 programs, and the number of students being served by elementary and secondary schools and participation by school poverty concentration. The following results are highlighted: (1) over 90 percent of all public school districts in 1987-88 received Chapter 1 services, and virtually all of the very needy districts received Chapter 1 funds; (2) nationwide, 66 percent of public schools and 25 percent of private schools enrolled students who were served in Chapter 1 programs in 1990-91; (3) 87 percent of the schools with the highest concentrations of poor children provided Chapter 1 services in 1990-91; (4) nearly 5.7 million students, or about 13 percent of all students in 1990-91, received Chapter 1 services; and (5) elementary school students were more likely to be served than were secondary school students in 1990-91. An appendix provides nine data tables. (Contains 7 references.) (GLR)

# WORKING PAPER

ED 362 610

# The Distribution of Chapter 1 Services: Data from the Schools and Staffing Survey

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
This document has been reproduced as received from the person or organization originating it.
Minor changes have been made to improve reproduction quality.
Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

ED 362 610

OFFICE *of* RESEARCH
*U.S. Department of Education*
*Office of Educational Research and Improvement*

Working Papers are intended to promote the exchange of ideas among researchers and policymakers. The views in this paper are those of the author, and no official support by the U.S. Department of Education is intended or should be inferred.

This paper was prepared by Judith Anderson for the 1993 annual meeting of the American Educational Research Association (AERA). Some of the material in the paper was previously included in a 1992 AERA presentation.

If you have comments on this paper or would like additional information, please contact:

Judith Anderson
U.S. Department of Education
OERI/Office of Research
555 New Jersey Ave. NW, Room 610
Washington, DC 20208

FAX: (202) 219-2030
INTERNET: janderso@inet.ed.gov

# Summary


Chapter 1 of Title I of the Elementary and Secondary Education Act of 1965, as amended by the Augustus F. Hawkins–Robert T. Stafford Elementary and Secondary School Improvement Amendments of 1988, is the largest Federal elementary and secondary education program in the nation. Chapter 1 provides funds to school districts:

> "In recognition of ... the special educational needs of children of low-income families and the impact of concentrations of low-income families on the ability of local educational agencies to provide educational programs which meet such needs ..."

Despite the emphasis in the law on the effects of *concentrations* of poor children, the law and regulations allow Chapter 1 grants to nearly all school districts, and nearly three-quarters of the nation's elementary schools, not just schools with have high concentrations of poor children, provide Chapter 1 services.

**Districts**

Based on data from the 1987–88 school year data collection of the *Schools and Staffing Survey*, we found that:

- Over 90 percent of all public school districts provided Chapter 1 services, including 85 percent of the school districts in which no more than 1 in 10 students was eligible for free or reduced price lunch.
- Virtually all of the very needy districts—those in which more than half of the students qualified for free or reduced price lunch—received Chapter 1 funds. These districts accounted for about 15 percent of all Chapter 1 districts.
- The districts with the lowest concentrations of poor students—those in which no more than 1 in 10 students was eligible for free or reduced price lunch—accounted for 19 percent of all of the public school districts receiving Chapter 1 funds.

**Schools**

In 1990–91, a majority of public schools, but only a quarter of private schools, enrolled students served by the Chapter 1 program:

- Nationwide, about 66 percent of public schools and
- 25 percent of private schools enrolled students who were served in Chapter 1 programs.

Among the public schools, high poverty schools (i.e., the schools with the highest concentrations of poor children) were more likely to provide Chapter 1 services than were low poverty schools:

- 87 percent of the schools with the highest concentrations of poor children (75 to 100 percent) provided Chapter 1 services, as did
- 81 percent of the schools where 50 to 74 percent of the children were poor.

However, a substantial number of schools with relatively low concentrations of poor children also received Chapter 1:

- 42 percent of the schools with the lowest concentrations of poor children (those where no more than 1 in every 10 children received free or reduced price lunch), and

- 58 percent of the schools where between 11 and 24 percent of the children received free or reduced price lunch also had Chapter 1 programs.

**Students**

According to the 1990-91 survey:

- Nearly 5.7 million students, or about 13 percent of all students, received Chapter 1 services.

- Elementary school students were more likely to be served (16 percent) than secondary school students (6 percent).

- Public school students were much more likely to receive services (14 percent) than were private school students (4 percent).

- Approximately a quarter of all Chapter 1 public school students are located in schools with very high concentrations of children from poor families (i.e., 75 percent of more receiving free or reduced price lunch), and another 23 percent are located in schools where 50 to 74 percent of the students receive free or reduced price lunch.

# Background

Chapter 1 of Title I of the Elementary and Secondary Education Act of 1965, as amended by the Augustus F. Hawkins–Robert T. Stafford Elementary and Secondary School Improvement Amendments of 1988 provides financial assistance to:

> "improve the educational opportunities of educationally deprived children by helping such children succeed in the regular program of the local educational agency, attain grade-level proficiency, and improve achievement in basic and more advanced skills."

Part A of Chapter 1 provides funds for programs operated by local educational agencies (LEAs). The LEAs are primarily school districts, and are referred to in this document as such, rather than by the more awkward term "local educational agency." The rationale for providing these funds to school districts is given in Section 1001 of the law:

> "In recognition of ... the special educational needs of children of low-income families and the impact of concentrations of low-income families on the ability of local educational agencies to provide educational programs which meet such needs ... Congress declares it to be the policy of the United States to ... provide financial assistance to State and local educational agencies to meet the special needs of such educationally deprived children at the preschool, elementary, and secondary level."

The law provides for two types of grants to school districts:

- Basic grants, which are distributed primarily based on Census counts of children age 5 to 17 who live in families with incomes below the poverty level, adjusted by State per-pupil expenditure data (Section 1005 of Public Law 100-297); and
- Concentration grants, which provide additional funding to school districts "in counties with especially high concentrations of children from low-income families" (Section 1006 of Public Law 100-297).

The procedures by which funds are distributed to States, and in turn to school districts and to schools, are quite complex. A brief overview of the basic procedures, however, is provided below. While this overview provides general information about funds distribution, it does not provide for all exceptions, special cases, and so forth. Readers who want a complete understanding of the procedures should consult Public Law 100-297, the final regulations for Chapter 1 programs in LEAs (*Federal Register*, May 19, 1989), and the *Chapter 1 Policy Manual* (U. S. Department of Education, 1990).

### Distribution of Chapter 1 Funds

Chapter 1 is a State-administered program. The Federal government makes grants by county to States, which in turn make grants to school districts and other providers. The Federal government does not make grants directly to school districts and others who run the programs. Chapter 1 funds are distributed to States and in turn to districts based on specific rules and regulations, and separate procedures are used to determine the amounts of the basic and concentration grants.

*Basic Grants*

Basic grant funds are distributed annually to States by the Federal government based on county level Census counts of the number of children living in families below the poverty line, updated annually by counts of children residing in local neglected or delinquent (N or D) institutions, children from families above the poverty line receiving Aid to Families with Dependent Children (AFDC), and foster children supported by public funds, multiplied by a cost factor based on State per-pupil expenditure data. The States, in turn, distribute the funds allocated to them to school districts based on counts of N or D children and poverty children in the districts. Any school district in a county that has at least 10 formula children is eligible to receive a grant, but the State is not required to allocate funds to any district with fewer than 10 formula children. In addition, a "hold-harmless" provision in the law assures that a school district's basic grant allocation will be at least 85 percent of the amount received in the previous year.

*Concentration Grants*

Concentration grants were designed to provide additional funds to school districts with especially high concentrations of children from low-income families. The Federal government distributes these supplemental funds to States through county allocations. A county is eligible if: (a) it has at least 6,500 children aged 5 to 17 living in families below the poverty line, or (b) at least 15 percent of its children aged 5 to 17 meet this criteria. The Department of Education estimates that approximately 1,900 of the 3,100 counties in the nation—or nearly two-thirds of all counties—are eligible for concentration grants (*Policy Manual*, page 8).

In general, a school district may receive a concentration grant if it is located in a county that is eligible for such a grant and if the number of children counted in the district's allocation formula for its basic grant in the preceding year meets the 6,500 or 15 percent rule. However, there are exceptions that allow other districts to receive concentration grants (*Policy Manual*, page 10). Once a school district receives concentration grant funds, it uses the concentration grant funds to carry out the same programs that it carries out with its basic grant: it does not run separate programs with the concentration grant funds and it is not required to account for these funds separately. There is no "hold-harmless" provision for concentration grants.

**Identification of Eligible Schools**

School districts are required to use Chapter 1 funds in school attendance areas with high concentrations of poor children (*P.L. 100-297*, Section 103). Districts that do not have sufficient funds to serve all attendance areas must identify eligible school attendance areas using specific criteria established by the statute and regulations. Each district must conduct an annual ranking of all of its school attendance areas based on counts of poor children in order to determine which areas have the greatest need. (Section 1013 exempts districts with fewer than 1,000 children from this provision.) Attendance areas are the residential areas associated with each school; in general, students living within a school's attendance areas are assigned to, and attend, that school, although there are exceptions. Districts are required to use the best available counts of poor children. Typically counts are made of the number of children eligible for free or reduced price lunch programs or the number of children from families receiving AFDC.

According to the *Chapter 1 Policy Manual* (1990):

> "An attendance area has a high concentration of children from low-income families if (1) the percentage of low-income children in the attendance area is at least as high as the percentage of low-income children in the entire LEA, or (2) the number of low-income children is at least equal to the average number of low-income

children per attendance area in the entire LEA."

Eligible children who attend private schools are entitled to receive Chapter 1 services; these services usually are provided by the public school districts. They are not provided by the private schools themselves. Instructional staff may not provide Chapter 1 educational services on the premises of religious schools.

### Services

School districts must conduct annual assessments of educational need which "(1) identify educationally deprived children in all eligible attendance areas; (2) identify the general instructional areas in which the program will focus; (3) select those educationally deprived children who have the greatest need for assistance ... and (4) determine the special educational needs ... of participating children with specificity sufficient to ensure concentration on such needs" (P.L. 100-297, Section 1014(6)).

Through this process, districts determine what services will be provided, including the instructional areas and the grade levels to be served. The most commonly provided Chapter 1 services are reading and mathematics instruction: approximately 71 percent of Chapter 1 students receive instruction in reading, and 44 percent receive instruction in mathematics (Sinclair and Gutmann, 1990). Other areas in which Chapter 1 services are provided include language arts; attendance, social work, and guidance services; health and nutrition; and transportation. The schools select students to be served by specific criteria related to the service; i.e., students are selected for reading programs based on one or more measures of their reading ability, not on their poverty status. Because not all poor children are educationally needy, and because many non-poor children are, the students who are served by Chapter 1 are not necessarily the high poverty children who generated the funds.

Schools with exceptionally high concentrations of poor children—75 percent or more—are eligible to run "schoolwide" projects designed to improve the quality of the entire school program, rather than identifying specific children for assistance.

### Data Source: The Schools and Staffing Survey

The *Schools and Staffing Survey* (SASS) is an integrated survey of public and private schools, school districts, school principals, and teachers sponsored by the National Center for Education Statistics (NCES) of the U. S. Department of Education. The initial SASS, which was conducted in the 1987-88 school year, sampled 52,000 teachers in 9,300 public schools and 13,000 teachers in 3,500 private schools in all 50 states plus the District of Columbia. Response rates ranged from 86.5 percent to 94.2 percent for public schools and from 76.9 percent to 81.2 percent for private schools.

The second survey, which was conducted in 1990-91, again sampled approximately 9,300 public and 3,500 private schools, 52,000 public school and 13,000 private school teachers, and 5,600 school districts.

While the SASS survey was not designed specifically to address questions about the Chapter 1 program, respondents were asked whether or not students in their schools were served by Chapter 1 programs. The 1987-88 SASS *Teacher Demand and Shortage Questionnaire for Public School Districts* (LEAs) provides information about the number of students receiving Chapter 1 assistance, the number of students eligible for free or reduced price lunch programs, and the total number of students in each district. This information was used to determine the number and percent of districts with Chapter 1 programs by size of the district and by poverty level of the district, using the percent of all children in each district who were eligible for free or reduced price lunch as the poverty indicator. (The

1990-91 survey does not include Chapter 1 information for districts.)

The 1990-91 *Public School Questionnaire* and *Private School Questionnaire* asks respondents to provide counts of the numbers of students served in Chapter 1 programs, the total number of students enrolled in the school, and the number eligible for free or reduced price lunch. The free or reduced price lunch data and total number of students were used to create a poverty index for each school (as with districts, the index was calculated by dividing the number of students eligible for free or reduced price lunch by the total number of students.) The percent of students receiving free or reduced price lunch is a commonly used measure of students' poverty status. Students are eligible for free or reduced price lunch if their family income is no more than 185 percent of the national poverty level. Approximately 32 percent of all public school children were eligible in 1990-91.

**Sampling Variation**

All of the figures in this report are based on samples of districts or of schools. If a different sample had been used to calculate the figures, the estimates might be higher or lower. In most cases, the percentage estimates will vary by plus or minus 4 percentage points or less. In some cases, however, there is greater variability. This is particularly true for private school estimates. Standard errors for selected estimates are provided in the appendix.

# Which School Districts Receive Chapter 1?

Chapter 1 funds are distributed by States to eligible LEAs, or school districts. While the Chapter 1 law recognizes the impact of *concentrations* of low-income families on school districts, it allows Chapter 1 grants to go to districts that do not have particularly high concentrations of poor children. Nearly all districts—over 90 percent—serve students in Chapter 1 programs (Table 1 and Figure 1).

High enrollment districts are most likely to serve students in Chapter 1:

- All districts with 50,000 or more students have Chapter 1, as do
- 99 percent of districts with 2,500 to 49,999 students;
- 97 percent of districts with 1,000 to 2,499 students;
- 95 percent of districts with 300 to 999 students; and
- 83 percent of districts with under 300 students.

Given that counties with fewer than 10 formula children are not eligible for grants, and that States are not required to allocate funds to school districts with fewer than 10 formula children, it is not surprising that 17 percent of very small districts do not have Chapter 1 programs. Many of them may have too few students to be eligible, or too few students to provide a program.

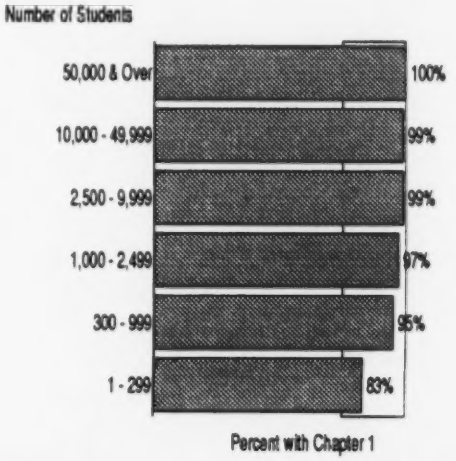
The fact that Chapter 1 funds are not reserved for needy school districts—that is, for those with higher than average concentrations of poor children—is made clearer when we look at the percent of school districts serving students in Chapter 1 by the percent of students in the district who are eligible for free or

**Table 1. Number and percent of school districts serving students in Chapter 1 programs, by student enrollment in the district, 1987–88.**

| Number of Students Enrolled in the District | Percent of Districts with Chapter 1 | Total Number of Districts |
|---|---|---|
| Total | 93% | 15,178 |
| 50,000 & Over | 100% | 65 |
| 10,000 - 49,999 | 99% | 574 |
| 2,500 - 9,999 | 99% | 2,912 |
| 1,000 - 2,499 | 97% | 3,766 |
| 300 - 999 | 95% | 4,188 |
| 1 - 299 | 83% | 3,672 |

NOTES: (1) The figures in this table are weighted population estimates based on a sample of districts. (2) The standard error for the percent of districts with 1-299 students that have Chapter 1 is 2.2. (3) Enrollment information was missing for an estimated 66 districts. These districts are not included in the totals. (4) Six districts had 0 enrollment and did not report serving Chapter 1 students.

Figure 1. Percent of school districts with Chapter 1 by district size, 1987-88

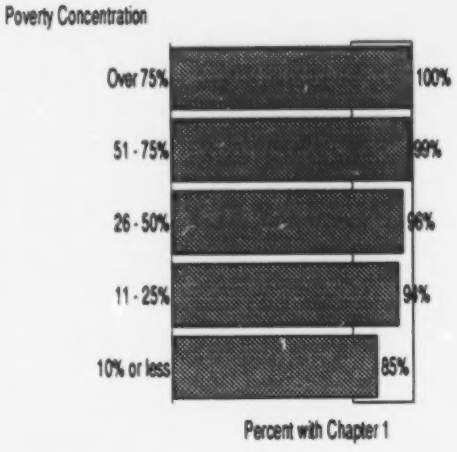



SASS: 1987-88

reduced price lunch (Table 2 and Figure 2). As expected, almost all of the districts where half or more of the students are eligible for free or reduced price lunch serve students in Chapter 1. These are districts that virtually anyone would recognize as needy, and it is at first glance surprising that there are any districts in this category that do not receive Chapter 1.

What readers unfamiliar with the Chapter 1 program may find less understandable is that most of the *least* poor districts—those in which no more than 1 in 10 students is eligible for free or reduced price lunch—also receive Chapter 1 funds. Nationwide, 85 percent of the least poor districts receive Chapter 1, and approximately one in every five districts with Chapter 1 has no more than 1 in 10 students eligible for free or reduced price lunch (Figure 3).

Figure 2. Percent of school districts with Chapter 1 by district poverty concentration, 1987-88



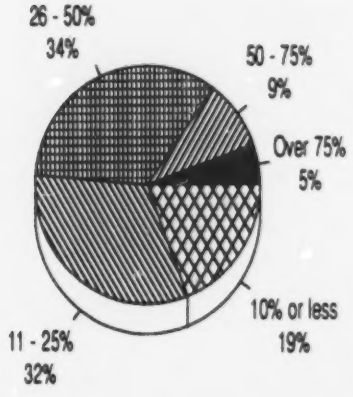

SASS: 1987-88
NOTE: The poverty concentration is the percent of students who were eligible for free or reduced price lunch.

**Table 2. Number and percent of school districts with Chapter 1 programs by percent of students in the district eligible for free or reduced price lunch, 1987–88.**

| Percent of Students Eligible for Free/Reduced Price Lunch | Number of Districts with Chapter 1 | Number of Districts Total | Percent of Districts with Chapter 1 |
|---|---|---|---|
| Over 75% | 765 | 767 | 100% |
| 51 - 75% | 1,343 | 1,361 | 99% |
| 26 - 50% | 4,767 | 4,960 | 96% |
| 11 - 25% | 4,544 | 4,827 | 94% |
| 10% or less | 2,726 | 3,222 | 85% |

NOTES: (1) Free/reduced price lunch information was not available for an estimated 107 districts. These districts are not included in the totals. (2) The figures in this table are weighted population estimates based on a sample of districts. The details do not always add to the totals because of rounding.

Figure 3. Distribution of public school districts with Chapter 1, by the percent of students eligible for free or reduced price lunch




SASS: 1987-88
NOTE: The poverty concentration is the percent of students who were eligible for free or reduced price lunch.

# How Many Schools Enroll Students Served in Chapter 1 Programs?

School districts are required to use Chapter 1 funds in school attendance areas with high concentrations of poor children. Districts that do not have sufficient funds to serve all attendance areas must identify eligible school attendance areas following program criteria. Nationwide, about

- 66 percent of public schools and
- 25 percent of private schools enroll students served in Chapter 1. (See Table 3.)

The difference between public and private schools is not surprising: Chapter 1 was designed to serve low-achieving students who live in school attendance areas with high concentrations of poor children, and public schools are more likely to enroll such children than are private schools.

Because of the emphasis in the law on providing special assistance to areas with high concentrations of poor children, it is also interesting to look at school participation in the Chapter 1 program by school poverty level—that is, by the percent of children in the school who receive free or reduced price lunch. Table 4 provides this information for public schools. (Data are not available for private schools, which are much less likely to participate in the school lunch program.)

As Table 4 and Figure 4 show, public schools with higher concentrations of poor children are much more likely to provide Chapter 1 programs than are other schools:

- 87 percent of the schools with the highest concentrations of poor children (75 to 100 percent) provide Chapter 1 services, as do 81 percent of the schools where 50 to 74 percent of the children are poor.

**Table 3. Number and percent of schools enrolling students who are served by Chapter 1, by school type, 1990-91.**

| School Type | Number of Schools | Percent Enrolling Chapter 1 Students |
|---|---|---|
| Total | 104,575 | 57% |
| Public | 79,885 | 66% |
| Private | 24,691 | 25% |

NOTE: Numbers are weighted population estimates based on a sample of schools. Details may not add to totals because of rounding.

**Table 4. Number and percent of public schools enrolling students who are served by Chapter 1, by school poverty concentration, 1990-91.**

| Percent of K–12 students receiving free or reduced price lunch | Number of Schools | Percent Enrolling Chapter 1 Students |
|---|---|---|
| Total | 79,242 | 66% |
| 75% & Over | 7,833 | 87% |
| 50 – 74% | 11,665 | 81% |
| 25 – 49% | 23,285 | 74% |
| 11 – 24% | 19,135 | 58% |
| 10% or less | 17,223 | 42% |

NOTE: Numbers are weighted population estimates based on a sample of schools. Details may not add to totals because of rounding.

However, a fairly substantial number of schools with relatively low concentrations of poor children also receive Chapter 1:

- 42 percent of the schools with the lowest concentrations of poor children (those where no more than 1 in every 10 children receives free or reduced price lunch), and
- 58 percent of the schools where between 11 and 24 percent of the children receive free or reduced price lunch also serve students in Chapter 1 programs.

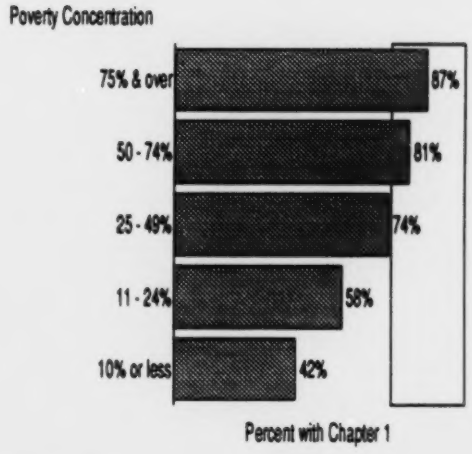
While these schools may (or may not) have large numbers of poor children, they are not schools with "high concentrations" of such children.

As noted previously, approximately one out of every three children receives free or reduced price lunches. If these students were evenly distributed across schools, which of course they are not, approximately one-third of the students in each school would be poor. Instead (see Figure 5), the proportion varies greatly:

- About 22 percent of all public schools have very few poor children: 1 in 10 or fewer. A quarter (24 percent) have between 11 and 24 percent of their students receiving free or reduced price lunches.
- Ten percent of the public schools have very high concentrations of poor students: more than three-quarters receive free or reduced price lunch. These schools are now eligible for school-wide Chapter 1 programs.

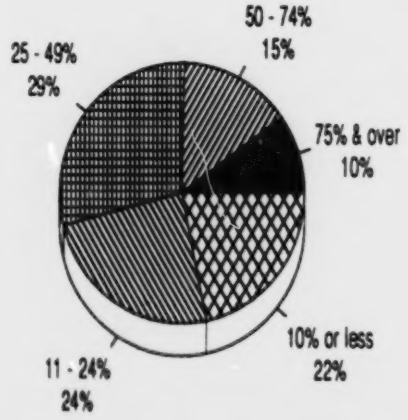
Another 15 percent of schools have between half and three-quarters of their students eligible for free or reduced price lunch. While these schools are not now eligible to run schoolwide Chapter 1 programs, there have been proposals to make them eligible. This change would more than double the number of schools eligible.

Figure 4. Percent of schools Chapter 1, by school poverty concentration, 1990-91




SASS: 1990-91
NOTE: The poverty concentration is the percent of students who received for free or reduced price lunch.

Figure 5. Distribution of public schools by school poverty concentration, 1990-91




SASS: 1990-91
NOTE: The poverty concentration is the percent of students who received free or reduced price lunch.

# How Many Students Are Served?

According to the 1990–91 *Schools and Staffing Survey*:

- Nearly 5.7 million students—about 13 percent of all students—received Chapter 1 services in 1990–91. (See Table 5.)

Nearly 85,000 students were served at the preschool level, but pre-kindergarten students represented a very small percentage—less than 2 percent—of the students served in Chapter 1. Public school students were much more likely to receive services than were private school students:

- 14 percent of all public school students and
- 4 percent of all private school students were in Chapter 1 programs. (See Table 6.)

**Table 5. Number and percent of students (public and private) served in Chapter 1 programs, 1990–91.**

| Grade Level | Number of Students |
|---|---|
| *Total* | |
| Number of Chapter 1 Students | 5,682,679 |
| Number of Students | 45,337,917 |
| Percent in Chapter 1 | 13% |
| *Pre-Kindergarten* (1) | |
| Number of Chapter 1 Students | 84,808 |
| Number of Students | 560,340 |
| Percent in Chapter 1 | 15% |
| *Kindergarten through Grade 12* | |
| Number of Chapter 1 Students | 5,597,871 |
| Number of Students | 44,777,577 |
| Percent in Chapter 1 | 13% |

NOTES: (1) Private school nursery school students are not included in the pre-kindergarten figure. (2) The number of kindergarten through grade 12 students includes students in ungraded classes.

**Table 6. Number and percent of pre-kindergarten through grade 12 students served in Chapter 1 programs, 1990–91, by school level and type.**

| | Chapter 1 | | Total Number of Students |
|---|---|---|---|
| | Number | Percent | |
| *All Schools* | | | |
| Total | 5,682,679 | 13% | 45,337,917 |
| Elementary | 4,501,501 | 16% | 28,219,006 |
| Secondary | 938,063 | 6% | 14,582,966 |
| Combined/Other | 243,114 | 10% | 2,535,945 |
| *Public Schools* | | | |
| Total | 5,464,895 | 14% | 40,426,133 |
| Elementary | 4,331,899 | 17% | 25,386,606 |
| Secondary | 921,241 | 7% | 13,695,456 |
| Combined/Other | 211,755 | 16% | 1,344,071 |
| *Private Schools* | | | |
| Total | 217,784 | 4% | 4,911,784 |
| Elementary | 169,602 | 6% | 2,832,400 |
| Secondary | 16,822 | 2% | 887,510 |
| Combined/Other | 31,359 | 3% | 1,191,874 |

NOTE: Details may not add to totals because of rounding.

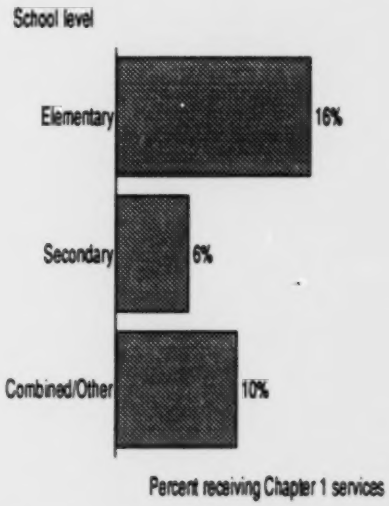
This difference is not unexpected: public school students are more likely to be low achievers living in attendance areas with high concentrations of poor children than are private school students. In addition, prohibitions against providing Chapter 1 services on the premises of religious schools may reduce private school participation in the program.

### Elementary vs. Secondary School Participation

Chapter 1 programs have traditionally been concentrated at the elementary school level, a trend that continues today:

- 16 percent of all elementary school students and
- only 6 percent of secondary school students were in Chapter 1 programs in 1990–91 (Table 6 and Figure 6).

Figure 6. Percent of students served in Chapter 1 programs, by school level, 1990-91



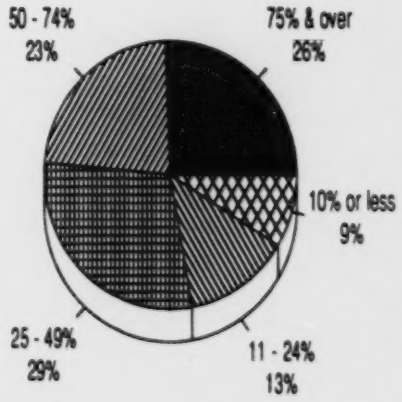

SASS: 1990-91

### Participation by School Poverty Concentration

Most Chapter 1 students are located in schools with relatively high concentrations of poor children. As Table 7 and Figure 7 show:

- Nearly half (49 percent) of the public school students now served in Chapter 1 are in schools where at least half of all the students are poor, and
- Approximately a quarter of the Chapter 1 students are located in schools with very high concentrations of poor children (i.e., 75 percent or more receiving free or reduced price lunch). These schools are now eligible to run "schoolwide" programs.

Figure 7. Distribution of public school K-12 Chapter 1 students by school poverty concentration, 1990-91




SASS: 1990-91
NOTE: The poverty concentration is the percent of students who received free or reduced price lunch.

(School lunch information is not available for private schools, which are much less likely to participate in the lunch program.)

The percentage of students attending schools in each poverty category roughly parallels the percentages of schools in each category, a finding to be expected unless there is a relationship between schools' poverty status and their size (Table 8). Nationwide:

- Over 3.7 million public school children, or about 9 percent of the total, attend schools where over three-quarters of the students are eligible for free or reduced price lunch.
- Another 5.4 million—13 percent of the total—attend schools where half to three-quarters of the students are poor.

If the Chapter 1 rules were modified to allow schools where more than 50 percent of the children were poor to be eligible to run schoolwide programs, about a quarter of the public school children would be in such schools.

However, well under half of all of the students in these poorest schools are now served in Chapter 1. (In schools with 75 to 100 percent of the students eligible for subsidized lunches, 37 percent are served in Chapter 1 [1,378,715 out of 3,725,732]. In schools with 50 to 74 percent eligible for subsidized lunches, 23 percent are served in Chapter 1.)

**Table 7. Numbers of kindergarten through grade 12 public school Chapter 1 students, by percent of students in the school who receive free or reduced price lunch, 1990–91.**

| Percent of Students in the School Receiving Free or Reduced Price Lunch | Number of Chapter 1 Students | Percent of Chapter 1 Students |
|---|---|---|
| Total | 5,376,963 | 100% |
| 75 – 100% | 1,378,715 | 26% |
| 50– 74% | 1,233,555 | 23% |
| 25 – 49% | 1,570,784 | 29% |
| 11 – 24% | 720,218 | 13% |
| 0 – 10% | 473,691 | 9% |

NOTES: (1) The number of students includes students in ungraded settings. (2) Details may not add to totals because of rounding. (3) Another 16,484 Chapter 1 students were located in school for which lunch information was not available.

**Table 8. Numbers of kindergarten through grade 12 public school students, by percent of students in the school who receive free or reduced price lunch, 1990–91.**

| Percent of Students in the School Receiving Free or Reduced Price Lunch | Number of Students | Percent of Students |
|---|---|---|
| Total | 39,951,012 | 100% |
| 0 – 10% | 9,888,105 | 25% |
| 11 – 24% | 9,804,560 | 25% |
| 25 – 49% | 11,177,551 | 28% |
| 50– 74% | 5,355,064 | 13% |
| 75 – 100% | 3,725,732 | 9% |

NOTES: (1) The number of students includes students in ungraded settings. (2) Details may not add to totals because of rounding. (3) Another 152,687 students were located in school for which lunch information was not available.

## References


Anderson, Judith I. The Distribution of Chapter 1 Services: Which School Districts and Schools Serve Students in Chapter 1? Paper presented at the annual meeting of the American Educational Research Association, April 1992.

Public Law 100–297, the Augustus F. Hawkins–Robert T. Stafford Elementary and Secondary School Improvement Amendments of 1988, April 28, 1988.

Sinclair, Beth and Gutmann, Babette, *A Summary of State Chapter 1 Participation and Achievement Information for 1987-88.* Prepared for the U. S. Department of Education, Office of Planning, Budget and Evaluation by Decision Resources Corporation, Washington, DC, August 1990.

U. S. Department of Education, *Chapter 1 Program in Local Educational Agencies; Final Regulations*, 34 CFR Part 75 et al., *Federal Register*, May 19, 1989.

U.S. Department of Education, Office of Elementary and Secondary Education, *Chapter 1 Policy Manual*, April 1990.

U.S. Department of Education, Office of Educational Research and Improvement, *Programs and Plans of the National Center for Education Statistics, 1993 Edition*, May 1993.

Information on the Schools and Staffing Survey may be obtained from the Elementary and Secondary Education Statistics Division, National Center for Education Statistics, 555 New Jersey Avenue NW, Washington, DC 20208–5651.

# Appendix

**Table A-1 . Unweighted sample sizes for district estimates (actual number of cases prior to weighting).**

| Number of Students Enrolled in the District (1) | Total Number |
|---|---|
| 50,000 & Over | 58 |
| 10,000 - 49,999 | 488 |
| 2,500 - 9,999 | 1,702 |
| 1,000 - 2,499 | 1,252 |
| 300 - 999 | 894 |
| 1 - 299 | 426 |

NOTE: Of the 4,826 districts in the sample, 166 did not have Chapter 1.

**Table A-2. Standard errors for population estimates of the percent of districts with Chapter 1.**

| Number of Students Enrolled in the District | Standard Error | Estimate |
|---|---|---|
| Total | 0.59 | 93.07 |
| 50,000 & Over | — | 100 |
| 10,000 - 49,999 | 0.02 | 98.91 |
| 2,500 - 9,999 | 0.30 | 98.67 |
| 1,000 - 2,499 | 0.50 | 97.33 |
| 300 - 999 | 0.85 | 94.50 |
| 1 - 299 | 2.2 | 83.24 |

**Table A-3. Unweighted sample sizes for district estimates (actual number of cases prior to weighting).**

| District Poverty Index | Total |
|---|---|
| Over 75% | 175 |
| 51 - 75% | 445 |
| 26 - 50% | 1,626 |
| 11 - 25% | 1,561 |
| 10% or less | 999 |

**Table A-4. Standard errors for population estimates of the percent of districts with Chapter 1.**

| Percent of Students Eligible for Free/Reduced Price Lunch | Standard Error | Estimate |
|---|---|---|
| Total (1) | 0.58 | 93.45 |
| Over 75% | 0.06 | 99.70 |
| 51 - 75% | 0.97 | 98.68 |
| 26 - 50% | 0.90 | 96.11 |
| 11 - 25% | 1.40 | 94.14 |
| 10% or Less | 1.75 | 84.60 |

NOTE: (1) 22 observations had missing values and are not included.

**Table A-5. Selected statistics on schools districts with Chapter 1 programs by percent of students in the district eligible for free or reduced price lunch programs (1987–88 SASS).**

| Percent of Students Eligible for Free or Reduced Price Lunches | Percent of Districts with Chapter 1 | Standard Error of Percent | Total Number of Districts | Unweighted Number (Sample Size) |
|---|---|---|---|---|
| Total | 93 | .58 | | |
| Over 75% | 100 | .06 | 767 | 175 |
| 51 to 75% | 99 | .97 | 1,361 | 445 |
| 26 to 50% | 96 | .90 | 4,960 | 1,626 |
| 11 to 25% | 94 | 1.40 | 4,827 | 1,561 |
| 0 to 10% | 85 | 1.75 | 3,222 | 999 |

**Table A-6. Selected statistics on schools where Chapter 1 services are available (1990–91 SASS).**

| | | Public | Private | Total |
|---|---|---|---|---|
| Chapter 1 Schools | WeightedNumber of Schools | 53,092 | 6,074 | 59,166 |
| | Percent with Chapter 1 | 66 | 25 | 57 |
| | Standard Error of Percent | .73 | .98 | .62 |
| All Schools | Weighted Number of Schools | 79,885 | 24,691 | 104,575 |
| | Unweighted N (Sample Size) | 8,969 | 2,620 | 11,589 |

**Table A-7. Selected statistics on public schools, by percent of K-12 students receiving free or reduced price lunch (1990–91 SASS).**

| Percent of Students Receiving Free or Reduced Price Lunch (1) | | Chapter 1 | Total |
|---|---|---|---|
| 0 to 10% | Weighted Number of Schools | 7,490 | 17,072 |
| | Percent with Chapter 1 | 44 | — |
| | Standard Error of Percent | 1.9 | — |
| | Unweighted Number (Sample Size) | 771 | 1,981 |
| 11 to 24% | Weighted Number of Schools | 12,080 | 20,602 |
| | Percent with Chapter 1 | 59 | — |
| | Standard Error of Percent | 1.3 | — |
| | Unweighted Number (Sample Size) | 1,264 | 2,413 |
| 25 to 49% | Weighted Number of Schools | 17,256 | 22,743 |
| | Percent with Chapter 1 | 76 | — |
| | Standard Error of Percent | 1.2 | — |
| | Unweighted Number (Sample Size) | 1,824 | 2,536 |
| 50 to 74% | Weighted Number of Schools | 9,151 | 11,136 |
| | Percent with Chapter 1 | 82 | — |
| | Standard Error of Percent | 1.1 | — |
| | Unweighted Number (Sample Size) | 922 | 1,167 |
| 75% to 100% | Weighted Number of Schools | 6,636 | 7,549 |
| | Percent with Chapter 1 | 88 | — |
| | Standard Error of Percent | 1.1 | — |
| | Unweighted Number (Sample Size) | 638 | 787 |

NOTE: (1) School lunch information was not available for 85 schools in the sample.

**Table A-8. Standard errors for the numbers of students served in Chapter 1 programs, 1990–91.**

| | Chapter 1 Students | Total Number of Students (2) | Unweighted N |
|---|---|---|---|
| Students in Pre-Kindergarten through Grade 12 | 139,916 | 388,936 | 11,589 |
| Kindergarten to Grade 12 Students (1) | 139,059 | 384,070 | |
| Pre-Kindergarten Students | 7,874 | 17,892 | |

NOTES: (1) Includes students in ungraded classrooms. (2) The private school total number of students is the figure for the 1989–90 school year. (3) Details may not add to totals because of rounding.

**Table A-9. Standard errors for the numbers of students served in Chapter 1 programs, 1990–91, by school level.**

| | Chapter 1 Students | Total Number of Students | Unweighted N |
|---|---|---|---|
| **All Schools** | | | |
| Elementary | 126,505 | 250,507 | 5,826 |
| Secondary | 66,099 | 290,529 | 4,189 |
| Combined/Other | 17,101 | 97,947 | 1,574 |
| **Public Schools** | | | |
| Elementary | 124,106 | 237,536 | 4,382 |
| Secondary | 66,305 | 285,755 | 3,724 |
| Combined/Other | 17,534 | 76,740 | 863 |
| **Private Schools (1)** | | | |
| Elementary | 18,439 | 58,207 | 1,444 |
| Secondary | 3,377 | 40,138 | 465 |
| Combined/Other | 6,562 | 65,375 | 711 |

NOTE: (1) The private school total number of students is the figure for the 1989–90 school year. (2) Details may not add to totals due to rounding.